

THE PARTICIPATION OF CITIZENS  
IN THE CITY PLANNING PROCESS

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## INTRODUCTION

New principles of town municipalities organisation and positioning of town planning are now being developed in Czechoslovakia. Knowledge of international experience is in this respect essential for appropriate making. The town planning and its position in some USA cities is relevant.

Czechoslovakia is now in a period of extraordinary complicated changes. Transformation from a central socialistic direction system back to a market economy is bringing very many new situations in economic and political development. Concomitant features of this period are the birth of new legislation, total economical transformation and uncertainty concerning property holdings. Nevertheless it is necessary to create in a very short time new principles of municipalities and town planning organisation.

One important question is citizen participation in the negotiation and approving process of comprehensive plans. On this problem will be focused the main heed. It is one of most discussed theme amongst town planners in Czechoslovakia in the contemporary time.

The main topic of this study is to find the answers to two basic questions, which are substantial for evaluation of this process.

1. Which methods of citizen's participation in planning process would be used?
2. What main features would this proces have?

The answers to these two questions will be obtained from analyses of different methods which are used not only in the United States but also in some other countries with the aim to facilitate an understanding of the management and position of town planning and its organisation.

American towns and their experience are doubtless interesting example for study from this point of view. Not only for comparision but as a possible source of solutions in conditions of democratical society.

## 1. BASIC INFORMATION

### 1.1 Position of Czechoslovakia in Europe.

Czech and Slovak Federal Republic/CSFR/is composed by the Czech and Slovak Republic. The total area is 49,381 sq miles and according to the census from 3.3.1991 has 15,568 000 inhabitants. From the total about 8,386 000 inhabitants /53.9%/ are concentrated in 208 cities over 10,000 inhabitants. Czech Republic has 30,449 sq miles /61.7%/ and 10,298 000 inhabitants/66.1%/, Slovak Republic has 18,932 sq miles/38.3%/ and 5,269 000 inhabitants/33.9%/. The Czechoslovak Republic was established as an independent state after the first World War by the initiative of home revolt supported by the victorious states. Between the first and second World War a constituent part of the Republic was also Sub-Carpatian Ruthenia, which was added to the former Soviet Union after the second World War and at present time is a part of Ukraine.

The history of Czech and Slovak sovereignty is of course not a matter of the last seventy years. Basically it is possible to say, that the historical, political and economical development was in both states considerably different in last thousand years.

Owing to the strategical position of Czech lands/Bohemia, Moravia and Silesia/ the Czech history is a continual struggle to gain a control over this territory. This reality had for a long time considerable influence not only on political, but also on economic progress and last but not least on the national temper and behavior. The rotation of influences also had some positive points through a continual flow of different and new influences into the economy and culture.

Hardly anywhere in European countries is it possible to observe this amount of different influences as in Czech lands.

The history of Slovakia was considerably different. Except the short period of the first medieval state this land was permanently the part of other states. The mighty and practically permanent was the influence of Hungary, which continued for many centuries until the end of the first World War.

The first common state was declared closely after the end of the first World War. During the second World War were Bohemia and Moravia protectorate which was occupied by the Nazis. Slovakia was the state with its own government in this time. The common state was renewed at 1945 like a democratic state but from the same beginning under the strong impact of Soviet Union. In 1948 after the communist putsch Czechoslovakia with other east and middle european states became a part of the socialistic block. It lost independence and gradually comparison to western countries, also the technical level of its production and consequently the ability to compete in the world economy.

The desire of Slovak nation to have the independent Slovakian state is a long formed wish and it will be realised at the beginning of 1993. The division of Czechoslovak Republic will have considerable impact on the political balance in the Middle Europe and also on the resultant economic progress of both new independent states.

## 1.2. Historical development of Czech towns and settlement.

The development of Czech towns was similar to development of the Czech state. The period of the foundation of European and also Czech towns was from 12th to the 14th century. The medieval towns had created very entire formations, which were surrounded with ramparts. The sovereign and church had a considerable influence over rights and degrees of independence. Many of the towns were established as King's towns with his direct authority over rights and management. Also the opinion of the high nobility with their power and property was substantial. The methods of direction were evolved over a long period. The evolution was influenced by the political situation of the time. The principle of town rule was not democratic from today's point of view. The might of townspeople grew with their endeavours to participate in government. In the initial phases there was a concerted effort to win more rights and privileges.

Property ownership was very important in the growth of organisational structures. Territory was predominantly held by the sovereign, church and nobility. Often changes in the ownership did not have substantial influence on creation of the organisation structure of the state. Europe with its complicated political and economical development had not from this point of view homogeneous development. In Bohemia and Moravia there was a similar situation to Germany. In 18th century there came into being a new municipal administration which reached impressive heights of efficiency and in main principles it has been used until the present time.

## 1.3 Specific outlines of contemporary return to market economy.

The return of post-communist states back to the market economy is even by the world's standards an entirely new phenomenon. Many countries, not only from the previous communistic block have some experience with nationalisation, and of course many bad experiences as a result of the socialistic economic and political model.

The way back to the market economy appears to be a substantial and complicated process in a situation when nobody has practical experience how to realise it with the least waste. The attempts of each country which has decided to realise this change are different. It is natural, that during this process many mistakes will occur.

Before even its foundation in 1918 and up to beginning of the second World War, Czechoslovakia enjoyed a well developed market system. By contrast, under the

Communist regime, state control over the economy was more pervasive than elsewhere in Central and Eastern Europe. All was in the hands of the state, which controlled everything. Only roughly half of the housing stock was in the private hands. All the decisions relating to production, investment and foreign trade were made by the state. Prices were centrally set and wages tightly controlled.

The advantage held by Czechoslovakia is its well educated and skilled work force, but on the other hand the efficiency level of contemporary production is not sufficient when compared to western production.

During the Communist era fiscal and credit policies were conservative and budgetary subsidies to enterprises were relatively small. Foreign debt was kept low, particularly compared to other economies with central planning. Also inflation was low for a very long time. Czechoslovakia has generally relatively good starting conditions, although the nearly complete domination of production by the state and virtual absence of any market may complicate the structural reform more than in other planned economies.

Preparations for reform began very soon after the revolution in November 1990. The new government acted quickly in several relatively uncontroversial areas, developing a comprehensive strategy of reform. Extensive discussions culminated in the adoption in May of a resolution with a program of rapid reform, particularly in price and trade liberalisation. This resolution was approved by the new Government formed following the June elections and the program was further elaborated in the "Scenario of Economic Reform". The main principles were the liberalisation of prices, imports and internal convertibility, promotion of the growth of the private sector, macroeconomic anti inflationary policy and the policy of social guarantees and social protection. One of the largest and most difficult problems of the following period was and continues to be privatization, which is the most challenging and perhaps, the most critical of the economic reforms being undertaken. Czechoslovakia finds itself in the tenuous situation in which the central planning system has been dismantled, but the lack of private property and of a clear profit motive makes this disadvantage in this period. Managers of state enterprises are unfamiliar and untrained for a market system.

Compared with the divestment of large enterprises, the privatization of small enterprises is relatively simple and began in January 1991. The "small privatization program" consists of sales of small business through auctions in which all resident Czechoslovak citizens can participate and for which bank financing has been provided. Small enterprises are generally sold without their debts and large numbers of small enterprises which were expropriated after 1948, are being returned to their previous owners.

The privatization of large State enterprises is more complicated, than the foregoing case. It was recognised, that conventional sale methods could have only a limited role for a number of reasons, including the near impossibility of obtaining a meaningful valuation of the enterprises, the lack of domestic savings, equity and political considerations, the absence of sophisticated financial instruments and specialists and the realisation that foreign investors would be interested in only the "elite" of the enterprises. Therefore the idea of free distribution of equity to the public through a "voucher" scheme was elaborated as a necessary method in terms of speed and comprehensiveness and a desirable one on grounds of equity and political acceptability.

The voucher scheme is a plan to transfer the ownership of a major portion of the large enterprises to the public in general. Czechoslovak citizens are entitled to acquire a voucher book that will endow him or her with 1,000 investment points. These points can be used to bid for shares of the enterprises being offered or, alternatively, can be tendered in exchange for shares in mutual funds.

Three successive "waves" of voucher privatization are envisaged with the first one beginning in early 1992. The first wave will be finished before the end of this year.

The basic structure of the voucher privatization scheme is probably the only one that can achieve privatization on such a major scale in a short period of time. Moreover the scheme has clear political advantages in that it spreads private property widely and avoids favoring the old privileged classes. Voucher privatization is subject to various other complications. The largest obstacle to a successful privatization is the debt overhang of enterprises. Not all large enterprises will be privatized through the voucher method. The Government attaches importance to attracting foreign investment and the attendant capital, expertise, technology and access to markets at a minimum, therefore those enterprises for which there is definite foreign investor interest are excluded from voucher privatization. Some further 10 to 15 percent are expected to be privatized through direct, standard methods mostly to foreign investors or in some cases, to managers and workers. The remaining enterprises will require liquidation, or perhaps restructuring. To facilitate the liquidation process a bankruptcy law was adopted in July 1991.

In order to spare the privatization process from further complications, strict time limits have been set for both applications for restitution and the resolution of claims and the law has granted the state the option to compensate the claimant in cash rather than with the actual property.

This brief survey of Czechoslovak Structural Reform was compiled in considerably reduced version, from the report of International Monetary Fund.

In the process of privatization last but not least is also the return of properties namely buildings, land and woods back to the original owners. As regards the number of cases, this part of privatization is the most extensive. But in contemporary time is going fluently and the Government assumes it will be finished at the end of 1993. This aspect of privatization is very important from a political point of view, because it involves the largest number of citizens. It is necessary to point out, that the registration of ownerships has been maintained throughout the last forty years and this fact facilitating the whole process.

One of largest obstacles of the privatization process is the contemporary moving in the economical and political life. The shortage of new laws and regulations is also of course a considerable complication which has a retarding influence on all forms of privatization.

The new tax system will be decisive in this process and the Government has approved the new "rules of the game" and the new system will come into being at the beginning of the next year.

The towns and villages are participating in the process of privatization and their properties will be also returned back. This process is not yet finished at

present and the municipalities have not sufficient information about their actual properties. This situation has complicated the political position of municipalities.

The process of privatization is very complicated but it is the only possible solution. Whether the processes are correct time will tell. But it is necessary to assume, that the process will not be without mistakes and errors.

The foreign investors have fair interest to invest in central Europe above all in three post communistic countries-Poland, Hungary and Czechoslovakia. In Czechoslovakia but also in other states, one of the main obstacles to economic transformation is uncertainty about ownership and also the modification of laws and regulations up to this time, which retards the investment process. The new laws provide for the participation of international capital in some different ways. The joint venture or direct purchase by foreign enterprises are current methods being used. Because of this point of view some enterprises have been excluded from other types of privatization to facilitate their direct sale.

The land and real estate cannot be sold directly to foreign interested persons at present, only in the case when a joint venture with a Czech partner is established. But the share of the foreign partner may be 100% of the invested capital. The main reason for this arrangement is legal because up to this time the Czechoslovak law has not legislated for intercourse between the state and foreign persons.

There is considerable interest to invest in new projects directly. From this point of view Prague is on one of the first places at present time. In the center of largest concern are most profitable investments like hotels, office buildings and space for retail shops in contradiction to nonprofitable, where the interest is very low.

For the town's development these investments may encourage economic growth, to facilitate the town renewal and to supplement public facilities, to create new jobs but above all also to enhance the municipal budget.

The realisation of these purposes is depends first of all on the next political and economical developments in middle European countries.



## 2.THE TERRITORIAL PLANNING POLICY.

### 2.1.The new democratic principles in municipality system.

With the economical transformation, which has of course also outstanding political features is going the transformation of political life at the same time. Under criticism are still used principles of management practically on all degrees of government. An essential political problem from this point of view is the division of Czechoslovakia into two quite independent states with their own Governments, laws, financial systems and foreign policies. The division will start at the beginning of next year and will have of course very consequential political and economic outcomes domestically and internationally. It is qualified by the political evaluation, which was in both parts different from the long term point of view.

At present preparation work is starting on proposals to the future arrangement of state and municipal government system in the Czech and also in the Slovak Republic. The Czechoslovak Republic was before revolution divided into 12 counties/4 in Slovakia/, 114 districts/40 in Slovakia/ and roughly 10000 towns and villages/3000 in Slovakia/ with their own municipalities. This scheme has outstanding features of centralised system and is generally evaluated as being unsuitable at present time. The counties were abolished as a needless link and the Government tried to bring into being a new scheme of state and municipality organisation during these changes.

Public opinion is now after forty years experience against any centralistic principles in government system, which is considered to be an undemocratic phenomenon. In some European countries it is possible to find many examples, that maybe to apply a democratic principles in public life regardless of whether the system is formed on centralistic or decentralistic principles, nevertheless the decentralistic model is now preferred. This tendency is appearing in whole political life in middle and east Europe, where some states are now dividing in a new independent states.

In considerations about new state organisation there are expressive historical reminiscences to elder models. One of these proposals assume to divide the Czech Republic in two lands-Bohemia and Moravia with Silesia. This division has its own long term origin in history and in principle it is not possible to refused it.

Some of proposals on a new scheme of a state and municipality organisation contains risk for the future, that the decisive standpoint is not the effort to find an effective system which will be suitable for future conditions, but to employ some of old historical schemes, which were used in previous times regardless of contemporary needs.

The future state organisation needs to be established in an relatively short

time. But at present is not possible to evaluate, which model will be approved. The basic division into two lands or regional division into large or smaller counties are some of possibilities of future organisation. The final solution will predetermine to a certain extent the standing of towns and villages. One of main demands is considerable independence for municipalities of all degrees above all for political reasons regardless of the solution to economical and financial questions. Prague will probably have a privileged position as the capital city of the state.

The standing of town and villages in future state organisation, their political rules, economical intercourses to the state, the methods of financing so much as the degree of their jurisdictions are not now quite clear. It is possible to suppose that they will have in every case more rights, but also charges than they had during the previous regime.

Generally it is a strong effort to create municipality government system, which will be basically similar to west European systems. This principle is also involved in the new act of municipalities, which was approved by Government this year.

One substantial principle should be an endeavour to create certain balance of jurisdiction between municipalities and state Government, which will be in harmony with western Europe. Different is the effort to devolve the management all the way to smallest villages.

In western Europe it is possible to observe rather the opposite tendency in the gradual fusing of municipalities. Netherland is one good example, where above all after the second World War these process have been continuing till at present. The number of separate municipalities decrease of about 30% on 672 at present. The presumption for future is further decrease. The first are reason the demands of large towns to add the villages on the border, because they need new land for the future development. The second reason is to afford adequate services at minimal expenditures per one inhabitant. Last but not least is the requirement of financing, where excessive division pulverise the means. The similar tendency is in Sweden, where the number of municipalities is round 200. In Czechoslovakia is roughly 10000 municipalities at present.

The consequence of this fateful tendency is, that Prague is now divided into 57 local districts with its own town hall, whilst before revolution was only 10 districts with local town halls. In comparison with other European towns is this fact absolutely curious. This tendency is not obviously a good way, because it has more imperfections than positive qualities.

From this point of view the future organisation structure of municipalities will have certainly a strong influence on the basic conditions for the whole planning process.

## 2.2. The changes in position of regional planning policy.

In Europe regional planning has a long tradition which is rather different to the American model. Forty years of communistic rule did not mean, that the planning in eastern countries was not operated on similar basic principles like in western

Europe. For socialistic approach to the urban planning was characteristic and also successful endeavour to connect it very closely with the central economical planning. The result was direct subordination in which the economical plan was compulsory for physical solution without possibilities to beforehand estimate the likely ecological and technical consequences.

For professional executors very often complicated situations arose, followed by imperfect solutions. The bad results were not blamed on the political decisions, but on the urban planners. The dislocation of heavy industry and armory factories in east Slovakia may be a good example of decision, when the technical, social and economical standpoints were not substantial. But the working methods and professional advancements in the urban planning had more common features to the west, than it seems from the first view. This was hidden because the planning decisions were made for political decisions.

Broadly speaking urban planning in the Europe is a system, which is mainly of tools for creation and regulation of harmonious territory development. It solves the basic relationships not only in vast territories, but also in towns and villages. The result is a collection of documents with different degrees of detail solution and of course also different obligations.

A very detailed system from this point of view is used in Germany, where a scale of degrees have gives an accurate position. The last most detailed degree of plans determines the obligatory conditions for building and fixes what is on concrete site possible to built and what not. The character of this plan is in position of obligatory regulation as it serves also like a data to set taxes and prices of sites. These detailed plans arising on principles of towns comprehensive plans. This two types of urban plans are necessary in democratic society just necessary to negotiate with citizens. In last twenty years was in Europe elaborated system in this direction, which has in different countries its own specific feature, but generally the rules are very similar.

In Czechoslovakia in urban planning there is not now any practical experience and also any methods how to do it in local conditions.

The principles of urban planning are designated in republic Act followed by regulations. The responsible Government authority is the Ministry of the Environment of the Czech Republic. At contemporary time the second amendment of this Act is preparing which will solve also this question among others. The main goal is to approach the new Act to the western conception. The drafts of "small amendment" of the Act and following regulations remove only the most flagrant barriers to these provisions under new economical and political conditions.

The regional and city planning is now in Czechoslovakia in a complicated situation. According to the unofficial opinion of the persons who are responsible about regional planning in CFSR is possible to evaluate the contemporary situation as follows.

In the renewed enthusiasm respecting the individual human rights and liberties as well as restoration of free enterprise, the importance of activities and structures ensuring the coordination of many, often antagonistic interests in the territory, the confrontation of new intentions with qualities, resources and limits of the territory and the state of the environment within it, and last but not least even the regulation of activities and intentions of individuals and groups in the

interest of respecting social, regional and communal interests on the level of central state institutions and municipal as well as local councils, has been underestimated.

There is not enough will to formulate the social order and constitute new structures despite the demand and offers to project activities under new conditions. This is a reason for the decomposition of specialized conception and projection institutions and teams.

This climate unfavourable for territorial planning can be changed only by an intensive publicity campaign, directed to

- importance attached to the branch of territorial planning abroad,
- offer and emphasizing the possibilities of territorial planning for state and municipal organizations at solving their problems in the territory,
- emphasizing that the territorial plans cease to be an implement of central planning and directive control from above but they represent an especially formed result of the agreement of citizens, undertakers, institutions of self-government and state-government how to coordinate and regulate, only in agreed necessary measures, interests of individuals and groups in favour of all and in favour of maintaining or improving the environment,
- speeding up, adjusting the whole process in the territory planning cycle by means of modern computerized information system with built-in feed backs,
- consequential "cleansing" the methodologies and contents-standards of the territorial planning activity and documentation from the ballast of those indicators and data that are in conditions of democracy and market economy left to "selfregulation" and need not be specified in any administrative way.

These principles must be necessarily anchored into the new legislation for territorial planning, for drafting the tasks of selfgoverning and state administration institutions as soon as possible.

One of the most important questions, has been to evaluate the authority of urban planning its methods and how it can be brought into the open and negotiated with public.

This process is a political matter in a full extent, because has a strong influence on living conditions of all people. The public opinion is very sensitive for just reasons on all proposals, which could have effect upon everyday life of inhabitants. The situation is more complicated, because the optimum solution is in fact the result of many compromises between individual and common interests but also between technical and economical possibilities. To find the reasonable solution is very long and complicated process and usually is very difficult to reach the result with many important details in a simple way. The final solution satisfied scarcely ever all demands and notions, sometime the property holdings have been affect, and so everything would have a considerable impact on the ultimate result. The properties speculations are also present very often and they can be in a discrepancy with the public and town concerns.

It is an effort to ensure in peak extent the objective course of whole process of negotiation and also the possibilities for citizens and owners to apply their own opinions. This system was improving roughly in last twenty years in several

European countries with the aim to facilitate and encourage participation of public in planning processes. This course should fulfill some following demands:

- The citizens and property owners have a rule to apply their requiers and reminders to the urban planning documentation. This rule is not formal and the compilers have duty to solve all public stimulations.
- In the compulsory courses are quaranties for applying all requiers and reminders, but do not restrict the extent and way how they will be passed.

Considerable significance is attached to anticorruption measures to restrict plotting with public opinion and different speculations. As an example it is possible to describe processes, which are used in some countries:

France/Paris/:

The town is divided into twenty districts/arrondissement/which are responsible to create the detail plans/POS-plan d'occupation des sols/. This plans contains the compulsory conditions for building, which are ten years in force. In the first phase the work team elaborated the proposal of development trends. The draft of POS is then negotiated in a public inquiry. The inquiry organized special commission which is independent on the town hall and also districts. The goal of this arrangement is to enhance the objectivity of the whole process. The plan is exposed and everybody is entitled to inscribe reminders and have discussions with commissioners. This process continues for one or two months. The members of commission analyse the results of public inquiry and the outcome is published. The town and district have a title do not respect this results, but in this case they must to substantiate their position.

In historical parts of the town where the buildings are protected by law are rather different attempts. In this case the state has more substantial role because is administrator of this law.

Netherland:

The urban planning proposals are negotiated also with public. The citizens are joined in groups/neighborhoods/without attaching to political parties. In some cases they also hire the professionals and advisors to improve their reminders.

Germany;

The method for negotiation is determined in advance in order to guarantee the maximum objectivity of the whole process. This advancement is obvious from the scheme on the table I.

Japan:

This land is very different in comparison with European countries but from scheme on the table II is evident endeavour to determine the conditions of negotiation also in advance, with the aim to guarantee the title of citizens on decision.

From these examples it is evident, that the access in different countries is basically very similar, the deviations are not substantial and arised from the diverse ways of life and traditions.

It is very important in which phase the public participation is realised. The optimum time is when all substantial information is in the proposals and further will be not added.

The Czechoslovakia is now from this point of view in very complicated position. During the communist era in public opinion the distrust to all governing institutions including the local municipalities was considerable. This distrust is not possible to remove immediately since that the new management is without experience and in many cases it is nonprofessional. All methods which have some rules and are fixed in advance are indicated like an nondemocratical approaches.

Is possible to assume, that the next period will be a time of teaching and learning for municipalities and for public also. The mutual confidence will be one of more important suppositions for future. Nevertheless this process is necessary.

### 3. CITY GOVERNMENT AND URBAN PLANNING IN SOME U.S.A CITIES.

#### 3.1 The city government.

The U.S.A cities and their government had rather different development with comparison to European and also some un-European towns. It was more short but more quickly and stormy also. The main development of American cities started above all in the half of last century and is permanently continuing.

The structure of government was developing parallely and from the same beginning is possible to notice some divergencies compared to traditional European schemes. Europe is from this point of view of course also not homogenous and the governments have rather different forms in different countries.

On the same beginning the U.S.A cities reflecting the traditional American suspicion of government, were governed through an ineffectual system of two chamber-city councils, mayors without power and a multitude of elected officials.

When new municipal functions were authorized state laws usually required that they be administered by semi independent commissions detached from the administration of the mayor. In the resulting confusion local officials shielded by dispersed responsibility often took advantage of the opportunities for corruption in awarding franchises for public utilities enforcing building codes, constructing public works etc.

By the end of the 19th century, municipal corruption had become a national scandal in the U.S.A and several reform movements gathered momentum. Among them were drives for greater home rule for cities, a shorter ballot, more stringent enforcement of tenement-control laws, reform of police systems, city planning and stronger executive control over city government. The National Municipal league, organized in 1894 provided legal guidance for strenghtening the position of the mayor, reducing the size of city councils, dispensing with superfluous elected officials and abolishing many independent boards and commissions.

Three patterns of city government attracted attention in the U.S.A during the first half of the 20th century. One the commission form is now only a matter of historical interest. In this case the members/usually five/of a small council served as the administrative heads of a group of services. The mayor was simply the presiding member of the council and had no special powers. With time the dispersal of responsibility in the scheme revealed serious weaknesses and the commission form gradually dwindled away.

The two forms of government growing in importance by mid century were the strong mayor type and the city manager type. Under the strong mayor form a popularly elected chief executive is given substantial authority to make

appointments, initiate the budget, supervise government departments, propose public policy and veto council actions. This became the dominant pattern in the larger cities. Sixteen of the 21 cities with more than 500,000 population in 1960 operated under some form of mayor council government. Most of these cities had established some kind of general managerial assistance for the mayor in the form of a chief administrative officer. The powers of the mayors varied widely, however, and the trend to centralised administrative authority was restricted by the continuing tendency for state legislatures to place new functions under semi-independent boards. Smaller cities moved more slowly toward a strong executive than did the larger.

The city manager plan follows the corporation pattern: the council is essentially an elected board of directors which appoints a professional manager to direct the city administration. The council is usually small and nonpartisan, with the members elected at large. The manager recommends policy, prepares the budget, makes appointments and exercises direction over the administrative departments. He does not, in contrast with the strong mayor, play an active part in political action designed to get his recommendations adopted. This is left to the council. This system worked well and spread rapidly.

The continental European patterns are little bit different. While England and the U.S. were struggling to adapt traditions of local autonomy and limited government to modern urban living, other countries were bringing local governments under strict national supervision. Adequate legal authority was provided by broad grants of power from the central government under general municipal laws. The administration of these powers, however, was held under much tighter central rein than in England or the U.S. France established a pattern of this type which had far-reaching influence in Europe, Latin America and Japan.

In France the citizens elect a city council, which in turn selects a chief executive, the "maire". Once selected the latter becomes in many respects an official of the central government. He exercises extensive police powers independently of the council and is solely responsible for the conduct of city administration. His activities are, however, subject to close national supervision through the prefect of the department.

The German model is little bit different. The elected council created an executive board/magistrat/with the chairman/burgermeister/. Although he was subject to a series of higher authorities ending with the ministry of the interior, he had the authority and the administration competence necessary to good government.

These schemes of government had considerable influence for creation of government structures not only in Europe, but also in the other countries in the world. The main trends in city government are at present time following:

The governments of the cities of the world show certain marked similarities and a number of common problems. A locally elected council is virtually universal. There is usually a single chief executive and the trend has been to strengthen his administrative position. Central and state or regional governments came to rely increasingly on local governments for the administration of their programs. This was a natural development in the centralized continental systems, but it also became evident in England and the U.S.A. In both countries financial grants and technical supervision of services by higher authorities emerged as a definitive pattern.



Another distinct trend was the increasing professionalization of municipal services. A final trend to be noted was the growing concern over the problems of metropolitan areas. The great cities of the world do not fit into generalized local government patterns. They have spread out of engfull socially and economically areas far beyond their political boundaries. Metropolitan government remained a mayor unsolved problem in the U.S. In general, however, the central city, its satellite towns, and a variety of special districts remained a chaos of overlapping and competing jurisdictions. There was no metropolitan wide authority competent to carry on the functions of planning land use control, transit, recreation, prevention of water and air pollution, and other activities that demand attention on a area basis.

The metropolitan areas in U.S.A have in comparision with Europe several different features. First of all it is a pattern of settlement. The European towns are surrounded as a rule with smaller towns and villages, which have a compact structure and are not put together. They have usually their own government in many cases with long term tradition.

In U.S.A the urban sprawl is continuing fluently behind the town territory and create complicated urban structure, where is not easy to determine clear boundaries. The American cities from the European point of view have not the endeavour to extend their territory, which usually include only the urban core.

The towns in Europe compared to U.S.A have a tendency to expand their territory to win a new sites for the development under the control of city council. This access is current in majority of European countries inclusive the post-communist states. The city area of Prague was groving for instance in last fifty years from 68,3 square miles to 193,0 square miles at present time.

In Europe like in U.S.A there are also the metropolitan areas even they are defined rather different compared to American type. The U.S. census employs a unit called a metropolitan statistical area/M.S.A/ which includes either

- a city with a population of at least 50,000 or
  - an urbanized area of at least 50,000 population with a total metropolitan population of at least 100,000.
- An urbanized area is defined as having a population of at least 50,000 and a population density of at least 1,000 per square mile.

The metropolitan area is determined in Europe as a rule from the point of view of a city's influence on the territory.

The next difference between Europe and U.S.A is an organisation of city government. The European towns are divided into a districts sometimes with their own local town hall and mayor with restricted jurisdiction. The numbers of districts are different /London 33, Paris 20, Wien 24, Rotterdam 8/. The U.S.A town government has more simple organisation as a rule. One central city hall and district without mayors and bureaucracy. The district have an elected persons in the city council but the figure of these is relative small in average round twenty. /Washington 13, Baltimore 23, Philadelphia 17, Boston 22/, compared to European cities in which are higher numbers of elected persons /Paris 163/. Every district has also its own mayor and elected district council.

In Europe is possible to observe the decentralisation tendencies, in some cases the results are absurd; for instance Prague has now 57 local town halls with 57 local mayors. The main argument of decentralisation's supporters is to come near with government to the inhabitants to strengthen their influence on the decision process. But the decentralisation of government by itself do not give of course guarantee to satisfy this demand in addition this system is also very cumbersome.

The city management in U.S.A with comparison to Europe is more simple and efficient. The relative small number of elected persons and in some cases considerable jurisdictions of city mayors are in a contrast to situation in some European countries, where the management is heavy going.

### 3.2. The neighborhoods.

Neighborhood and its position within towns and metropolitan areas has been the object of American urban sociology since the early part of the twentieth century.

The concept of neighborhoods is not only American, even if it was originate in U.S. In the Europe is used more often now basically in the same sense like in U.S. The concept of neighborhoods is not easy to defined. In the Webster's dictionary are following explanations:

1. The region near where one is or resides vicinity.
2. The people collectively who dwell in the vicinity.
3. Nearness, the condition of standing in the relation of a neighbour.
4. Friendly relations: neighborliness.
5. A district considered with reference to a given characteristic.

It is possible to find many characteristic and descriptions of this concept. One of them defined the neighborhood like

" neighborhood is a term at once common a vague. It is a physical reality, yet one laden with symbolism."

The neighborhood's definitions varies depending on the geographic scales used by the residents. "The immediate neighborhood is the small cluster of houses right around one's own house. The homogenous neighborhood is the area up to where the market value of housing noticeably changes or where the mix of housing types or values changes. The institution-oriented neighborhood is the area in which residents share common relationships with the local institution, such as an elementary school, a church a police precinct, or a political ward. The regional neighborhood is an entire suburb or township or a district within a big city.

Two shared participation and view points help create and sustain the neighborhood as a reality for its inhabitants and therefore for the larger community too. The following are examples:

- use of the same space as a focal point for personal interactions
- a common relationship with some nearly institutions, such as a church or school
- common membership in an ethnic group
- common location in a single residential real estate market area
- membership in a local political group
- a relationship to a local public service office
- agreement or exclusionary arrangements.

Neighborhood thus locally defined will differ from each other enormously. For instance the Cincinnati residents in 1970 defined 44 neighborhoods. Some were almost entirely residential, others mixed. Neighborhood population averaged around 10,000 persons, but ranged from 819 to 28,794.

Residents themselves sometimes have difficulty describing the boundaries of their neighborhoods and even these nominal boundaries can be inconsistent. The difficulty is not always one of size or scale. Frequently major physical features such as railroad tracks, parks, landmarks and arterial streets help. Where these are absent, the neighborhood boundaries can become quite fluid.

The municipality itself or its delegate can adopt a recognized set of official or quasi-official neighborhoods, such as Chicago's 77 community areas or Baltimore's 265 and Washington's 323 neighborhoods.

The most frequent method of defining neighborhood is through an analysis of physical boundaries/75%. The second is analysis of socioeconomic data/55%. The next are survey of citizens and neighborhood leaders/29%. The last method is to rely on preexisting political boundaries.

Very similar features has also the definition of the Census tract. U.S. Bureau of the Census of Population and Housing 1980 Appendix A Area Classification are defined tracts in the following way:

Census tracts are small relatively permanent areas into which metropolitan and certain other areas are divided for the purpose of providing statistic for small areas. When census tracts are established they are designed to be homogenous with respect to population characteristic, economic status, and living conditions. Tracts generally have between 2,500 and 8,000 residents.

The neighborhood is natural community, which evaluated and conformed to the new conditions. In many cases is falling into transition period, when during the short time the population is changing for instance from white to black population or the other way round. The structure of population by race has a significant role from this point of view. In U.S.A has more strong influence than in Europe, where is weak. In post communistic countries has in the present only a marginal impact.

The neighborhoods are not organized by the city government, this fact strengthen their democratical character. The structure is free and the "Neighborhood associations" have only necessary share in some organisation questions. The methods of negotiation is an application of direct democratic principles, when the citizens expressed to the problems by oneself. At present time this approach is used basically also in West european countries.

In post communist countries the prevailing model is one in which the representatives have very strong influence in comparison with citizens. The number of them is considerably higher than in U.S. The representatives are elected in relative small districts/wards/ which is roughly possible to compare to neighborhoods. But the tendencies to negotiate all problems with citizens are strengthened now. The difference between the American neighborhood and Czech ward is, that the wards did not arise from a natural process, but they were created artificially. In many cases they do not reflect the structure of inhabitants and their common concerns.

### 3.3. The town planning.

The town planning in the U.S. has a long tradition from the same origin. The planning concepts of the European Renaissance were transplanted to the New World, familiar examples are Williamsburg, Va, and Washington DC. Pierre l'Enfant's plan for Washington/1791/ illustrated the strength and weakness of these concepts. More prophetic of the layout of U.S. cities was the rigid gridiron plan of Philadelphia Pa., by William Penn/1682/ with a layout of streets and lots adaptable to rapid changes in land use.

As a normal and identifiable function of government, city planning for the physical environment has been recognized in Europe and the U.S. since the early years of the 20th century. The year 1909 was a milestone. It saw the passage of Britain's first Town Planning Act and in the U.S. the first national conference on city planning, the publication of the Burnham plan for Chicago, and the appointment of Chicago's plan commission/the first official planning agency in the U.S. was in Hartford, Conn. in 1907/. Germany, Sweden and other European countries also developed planning administration and law.

The place of the city planning function in the structure of urban government has developed in different ways in different countries. On the continent of Europe, where municipal administration was strongly centralized, city planning became the sphere of an executive department with substantial authority. In Great Britain the local planning authority was a local legislative body, advised by a planning committee of local councillors and with a planning department to act in an executive and advisory capacity. In the U.S. with its tradition of tripartite government, it was recognised that decisions of importance to community development were made both by the executive branch/mayor/ and the legislative/council/.

Cities in the U.S. have only those powers which have been specifically delegated to them by the states. Most legislation enabling the exercise of city planning functions is permissive legislation, that is it allows but does not obligate a city to create a planning agency and to exercise controls over urban development. If a city wishes to utilize certain planning powers however the statutes prescribe the form of organisation of the planning agency, the powers vested in it, the terms under which it may administer various regulations such as subdivision controls and the manner in which it may carry out its other duties. The city council or other legislative body may activate this legislation by adopting a local ordinance pursuant to the statutes. By this local act the planning agency becomes a part of the city administrative structure.

There are two basic ways of relating the planning agency to municipal government. Traditionally, control of the agency has been vested in a commission composed predominantly of citizens of the community appointed by the mayor, sometimes with a few elected or appointive officials mixed in.

A different theory underlies another kind of relationship which a number of cities are currently applying. In these cities the planning agency is directly responsible to the chief executive/mayor or city manager/ and the appointive planning commission serves only in an advisory role. Where in the first case the agency is somewhat separated from the other governmental units, in the second it becomes a staff unit within the executive department and is closely integrated with the structure and procedures of the local government.

Considerable discussions of the relative merits of these two positions is now taking place. In recent years a number of municipalities have shifted from the traditional independent planning commission form to the executive staff type of agency.

Professional planning services are not always furnished through direct government employment of planners. City planning services are also performed by consultants on contract.

The city planning is a multidisciplinary branch. The final result should be the tools for regulation the town development and renewal without restricting its natural growth. This process has considerable influence not only on the life of inhabitants, but also on notions of owners and investors.

The main planning tools in the U.S. cities are following:

a/ Zoning:

Zoning is the regulation of the use of land and buildings, the density of population and the height bulk, and spacing of structures, was the principle tool to put into effect a comprehensive schema for land use. It is generally dated from the adoption of New York City's first comprehensive ordinance in 1916. Though zoning was used in Britain and other European countries, it was developed furthest in the U.S. The first ordinances were simple regulations, intended primarily to protect existing property values and preserve light and air. As planning itself broadened its objectives and evolved its techniques during the 1930s, zoning development into a more precise and sensitive tool. A zoning ordinance is a law. It consists of a series of maps and related text. The map divides the city into zoning districts for different types of development, residential, commercial, and others, while the text specifies the regulations that apply in each district and the general provisions for administration. For instance in Washington DC. the following advancement is used:

Any person or organization seeking to undertake new construction in the District of Columbia or to make major repairs, alterations, or additions to existing buildings should consult with the Zoning Division, Department of Consumer and Regulatory Affairs/DCRA/, to determine whether the proposed project conforms with zoning. If the proposed project conflicts with the zoning map or regulations, the Zoning Administrator indicates what type of zoning relief is required. Approvals by the Zoning Commission/for map or text amendments, air rights development, or a Planned Unit Development/, by the Board of Zoning Adjustment/for variances, special

exceptions, or appeals or by both may be required. Special reviews of proposed chancery development by the Board may be required for facilities proposed to be located in certain mixed use areas of the city.

The applicant may either modify the project proposal to conform with zoning, apply for relief from the Zoning Commission and-or Board of Zoning Adjustment, or, with cause, appeal the Zoning Administrator's decision to the Board of Zoning Adjustment.

b/ Subdivision control:

Paralleling the evolution of zoning in the U.S. was the development of subdivision controls, subjecting the initial laying out of vacant land to public regulation. It was realized after bitter experience with suburban land speculations in the 1920s, that the interest of the owner and developer of raw land is sometimes temporary and purely financial, while the urban community must live with his product for generation after. The way in which raw land is cut up into streets and lots is significant to the plan. Sometimes the regulations require the free provision of open space for public parks, recreation areas, and even school sites.

c/ Official map:

That is the third direct control over development through which the city plan may be realized. It officially establishes the location and width of present and future streets. The law protects land designated on the official map from unnecessary encroachment by buildings.

d/ Codes and Ordinances:

In addition there is a group of codes which regulates building construction and aspects of occupancy.

The position of city planning in U.S. towns differs from town to town. Washington DC, Boston and some other towns are using very similar methods in town planning to those used in European towns. But in another U.S. towns there are in some cases considerable differences in the approach to the town planning process.

The comparison of U.S. city planning to previous socialistic planning in post communistic European countries is very interesting. Generally it is possible to assume, that in these countries there was, as in the economic planning, a very rigid approach also to town planning. But the reality was another. Broadly to say, in master plans there was no zoning. Only land use, the road network and corridors for technical infrastructure were compulsory.

In this situation the mighty state enterprises had the chance to enforce different and unsuitable solutions. It was relatively easy influence the whole process for their own profit. The plans were approved but without sufficient legal protection, owing to the large number of changes to the law, which were regularly made.

### 3.4.The short survey of some U.S.A. cities.

#### 3.4.1.Washington DC.

##### a/City:

Population: 606,900 /4,1,90/  
 Population by race: black73%,white25%  
 Area: 67 square miles  
 Population on sq ml:963,6

##### b/Metropolitan area-SMSA:

Population: 3.854,000  
 Population by race: white %,black:28,5%  
 Area: 2698 square miles  
 Population on sq ml:142,9

##### Sequence by size in U.S.A:

City: 19  
 SMSA: 8

Washington was established as a town in 1787 as a result of the new U.S.Constitution which called for the establishment of a district not to exceed 10 miles square.President Washington selected the present site for the District in late 1790 and it has been the Capital of the U.S.since then.

The author of first City plan was Pierre Charles L'Enfant,who was hired to prepare the plan for the new city within district.Since that time we may watch the continual process of city planning development.Above all in this century the City plan was continuously developed/Mc Millan Commission Plan of 1902,The Zoning Commission which was established in 1920 like the second after New York and Board of Zoning Adjustment 1938./After second World War was established National Capital Planning Commission 1973/which was responsible for planning for all areas of the city.In 1965 the Council of Governments was created as an association of the region's local governments which is responsible for solution of regional development problems.

Washington DC is also by the world standards,a city with a rich tradition of town planning.The last comprehensive plan approved in 1989 consist of both Federal and District of Columbia elements.The Federal elements processed the National Capital Planning Commission,District elements Office of Planning of Government of the District of Columbia.Within the framework detailed plans,focused more on local conditions,are developed.

The approach to city planning process in Washington DC is very similar to European,above all to city planning in Great Britain.

The city is divided into eight wards,every one has one elected person in the City Council,next four persons are elected for the whole town and the city mayor is elected separately.The City Council devolves some work with related problems

above all social or educational, to the wards, but is responsible to City hall for the whole.

Negotiation of the comprehensive plan with the public has a substantial meaning and is realized in public hearings within neighborhoods. In Washington DC is 323 neighborhoods united in Advisory Neighborhoods Committee/ANC/. This organization has no rules to influence their activity. Every neighborhood elects one person, who is only a "liaison officer" towards city government.

### 3.4.2. Baltimore - State Maryland.

#### a/City:

Population: 736,014 /4,1,90/  
 Population by race: black: 59%, white: 39%  
 Area: 80 square miles  
 Population on sq ml: 920

#### b/Metropolitan area - SMSA:

Population: 2,348,219  
 Population by race: white: 72%, black: 26%  
 Area: 1,494 square miles  
 Population on sq ml: 157,2

#### Sequence by size in U.S.A:

city: 12  
 SMSA: 19

Baltimore was established in the 17th century. It is one of the nation's major ports and this fact has been the most important determinant of Baltimore's past history and present position. Baltimore is also an industrial town, but the end of second World War brought a decrease in shipbuilding and other industry too. After War it pioneered in attacking urban blight by stepping up law enforcement implemented by a standard housing code and a housing court, the first of its kind in the United States. In 1967 Baltimore was chosen as one of 63 U.S. cities to participate in the Model Cities program of coordinate civic, social, educational and physical redevelopment.

The City of Baltimore and its suburban counties have remarkably straight forward governmental structures, free of jurisdictional overlappings.

The town is divided into six districts and each district has one elected member on the city council. The municipal city council possesses important legislative powers and has twentythree members.

The town has 265 neighborhoods united in the "Baltimore Neighborhoods Association". The Association has like in Washington no governmental responsibility and power.



### 3.4.3 Philadelphia - State Pennsylvania

#### a/City:

Population: 1,585,577 /4,1,10/  
 Population by race: white 60%,black 38,6%  
 Area: 136 square miles  
 Population on sqml:1165,8

#### b/Metropolitan area - SMSA:

Population: 5,417,900  
 Population by race: white 80%,black 19%  
 Area: 3,467 square miles  
 Population on sqml: 156,3

#### Sequence by size in U.S.A:

city: 5  
 SMSA: 5

Of the important Atlantic coastal cities Philadelphia was last to be established in part because navigation of Delaware bay presented severe problems to early mariners. When William Penn founded the city in the late 17th century he planned it as a small rectangular town. The boundaries of this town defined the City of Philadelphia until 1854 and can be used to define the boundaries of Center City today. Penn's original city plan called for the laying out of five squares, a central square at the midpoint with Town hall and four other squares in each quadrant located on the diagonal from the center square.

The plan for Center City Philadelphia is from 1963. In 1984 the Planning Commission began work on a new plan for Center City. The process started with community meetings in every neighborhood in Center City and progressed to city wide form. The plan recommends also revisions to the present Zoning Code.

In the Center City are seven neighborhoods and in the surrounding ring there are twelve neighborhoods. The council consists of seventeen members, ten of them elected from wards and seven elected at large.

A specific features is the metropolitan area which is divided into over 600 government units. The tendency of this multiplicity of governments was to complicate such issues as police, protection water supply and urban transportation. There was an obvious need for some measure of general metropolitan area government, but there were many obstacles, both constitutional and traditional in its path.

#### 3.4.4. Boston - State Massachusetts

##### a/City:

Population: 574,283  
 Population by race:white 75%,black: 24%  
 Area: 128 square miles  
 Population on sqml:448,6

##### b/Metropolitan area - SMSA:

Population: 4,170,900  
 Population by race:white:93%,black:6%  
 Area: 3,096 square miles  
 Population on sqml:134,7

##### Sequence by size in U.S.A:

city: 20  
 SMSA: 7

Boston was settled in 1630 on a hilly peninsula and it is one of oldest cities in the United States.It has one of the finest natural harbors in the world.

What reversed the downward trend in Boston was the bold and determined planning of The Boston Redevelopment Authority/BRA/which was established in1957.In 1960 the City Planning Board was abolished and its powers were transferred to the BRA.Since that time the BRA has operated in a dual capacity as the city's planning board and urban renewal agency.The Authority consist of five members,four of whom are appointed by the Mayor and one of whom is appointed by the Commonwealth of Massachusetts.In U.S. cities this organisation is unusual,but BRA is a very professional and successful organisation with a good reputation in U.S.A and abroad.

The council has twentytwo members elected from wards.The mayor is elected separately and has extensive powers.

In these four large cities the comprehensive plans and other important documents are required by law to be presented at public hearings before adoption to enable the citizens to voice their opinions to influence the decesions.In these cities the plans are also presented in their early stages to informal hearings and meetings to secure an impression of general public attitudes.In approach to the planning process there are not significant divergences and the principles are the same.

#### 4. THE PARTICIPATION OF CITIZENS IN THE CITY PLANNING PROCESS.

One of most important features of democracy is the strong influence of public opinion on all life of the society including city planning. The city planning is from this point of view a political matter, but it is also a very complicated process in which the technical, territorial but also economical social and other problems must be solved.

The methods used in city planning are very similar in the whole world. When we try to analyse the process of negotiation with public in different democratic countries the result is basically also the same. The differences are not substantial and have only a marginal effect on the progress.

In some countries there has been an effort to develop the process of negotiation using rules which are given in advance to guarantee the quality and also the rights of citizens regarding participation.

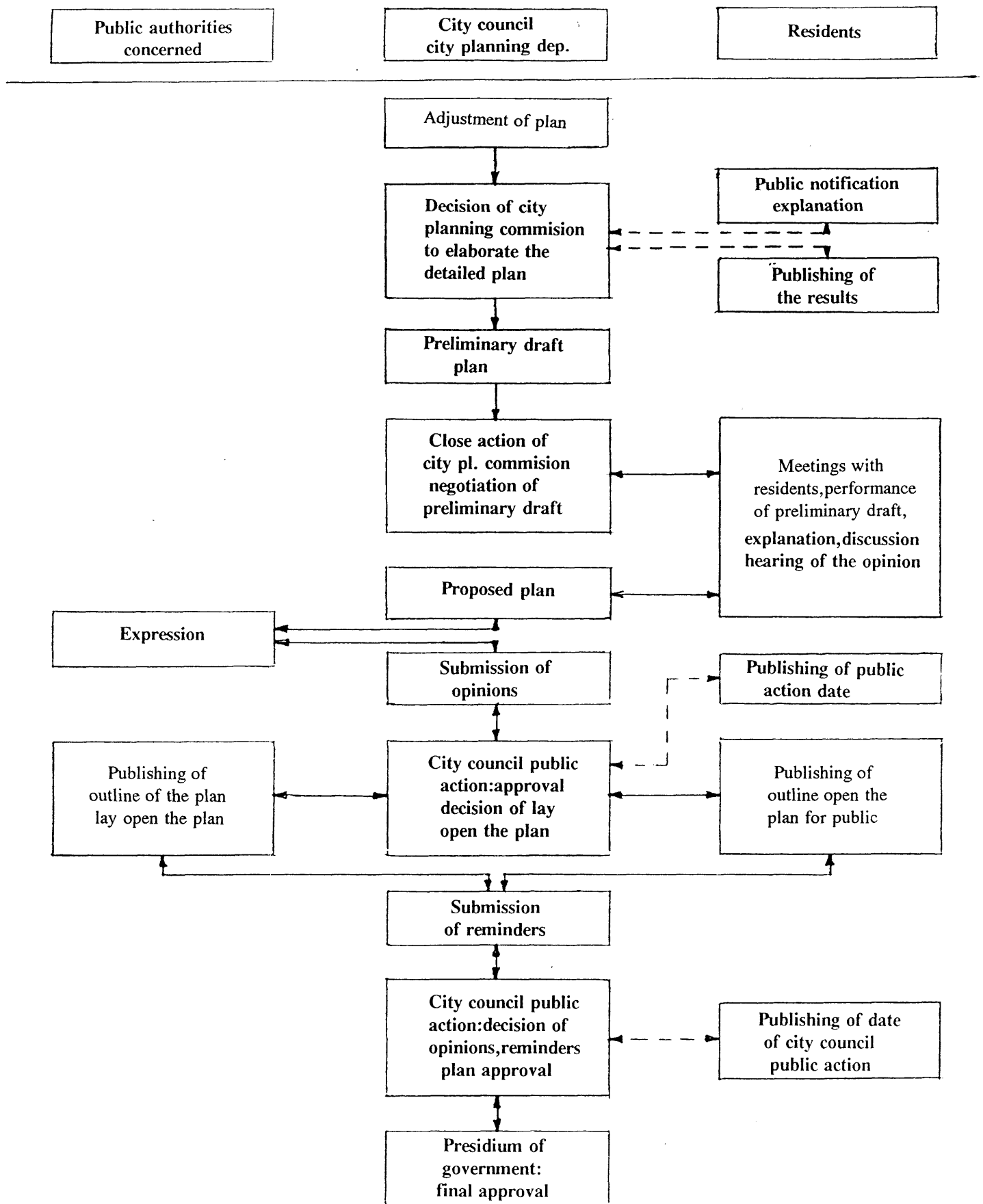
Scheme I describes the procedure which is valid in Germany. Every step is done accurately and must be followed. This firm framework of procedure rules considerably restricts manipulation and attempts to avoid public opinion.

Scheme II is the similar procedure from Japan which was used in negotiation process of Tokyo's comprehensive plan. The Japanese commentary to this scheme follows:

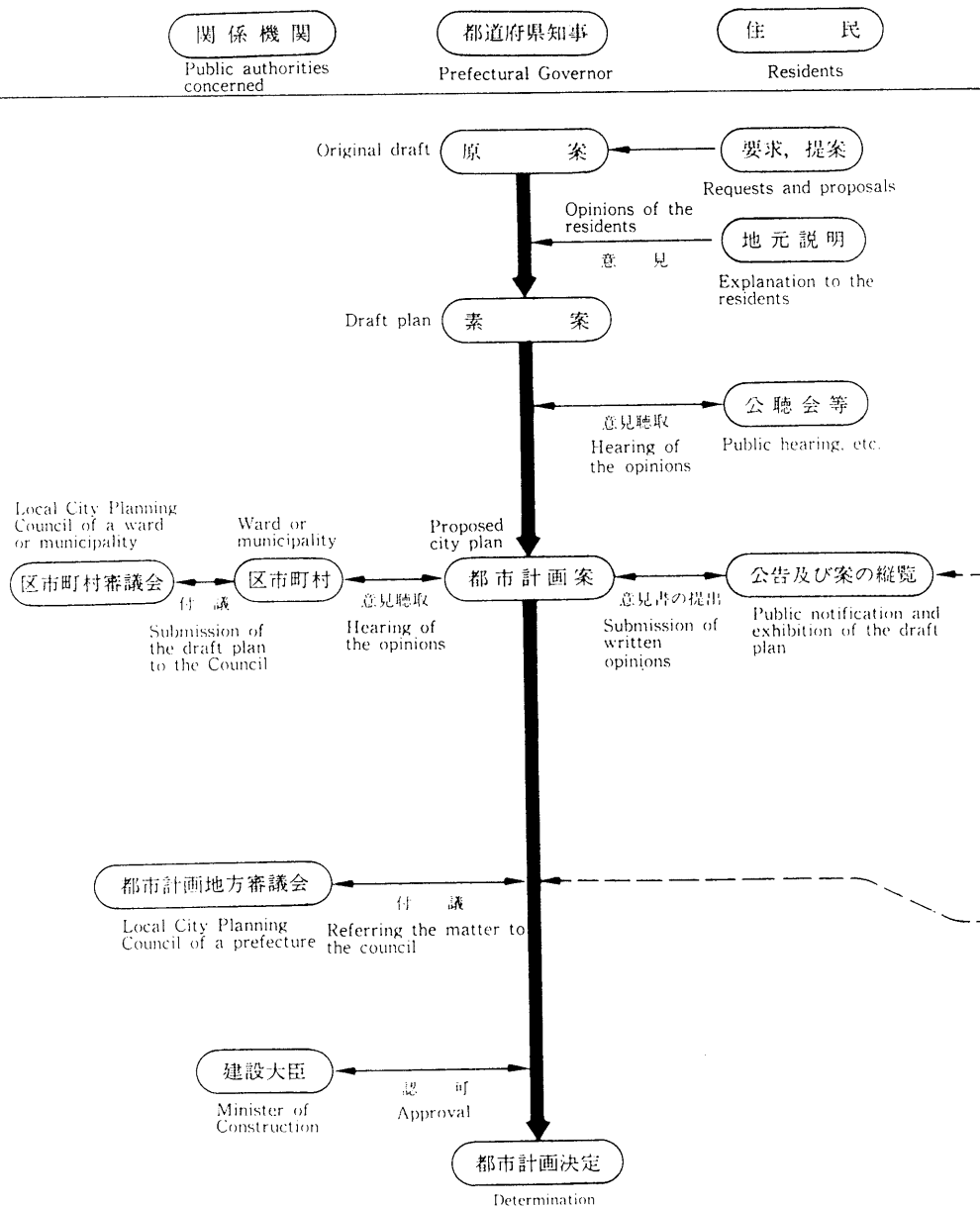
The city plans are primarily projected for citizens and have a great influence over interests of citizens. Therefore, in order to fully reflect opinions of citizens in the city plans and to promote the plans which are acceptable by citizens, a public hearing or an explanatory meeting is held. When a city plan is proposed, it is notified publicly and thrown to public inspection for two weeks. During this period, citizens concerned or the interested parties can submit a written opinion.

Scheme III is a graphic expression of the procedure used in Washington DC in the year 1989, when the Council of the District of Columbia enacted the legislation of several ward plans without formal public hearings. The reason was to facilitate additional negotiation with public. These ward plans are refinements of the comprehensive plan and intended to be more detailed/ negotiated according to the scheme.

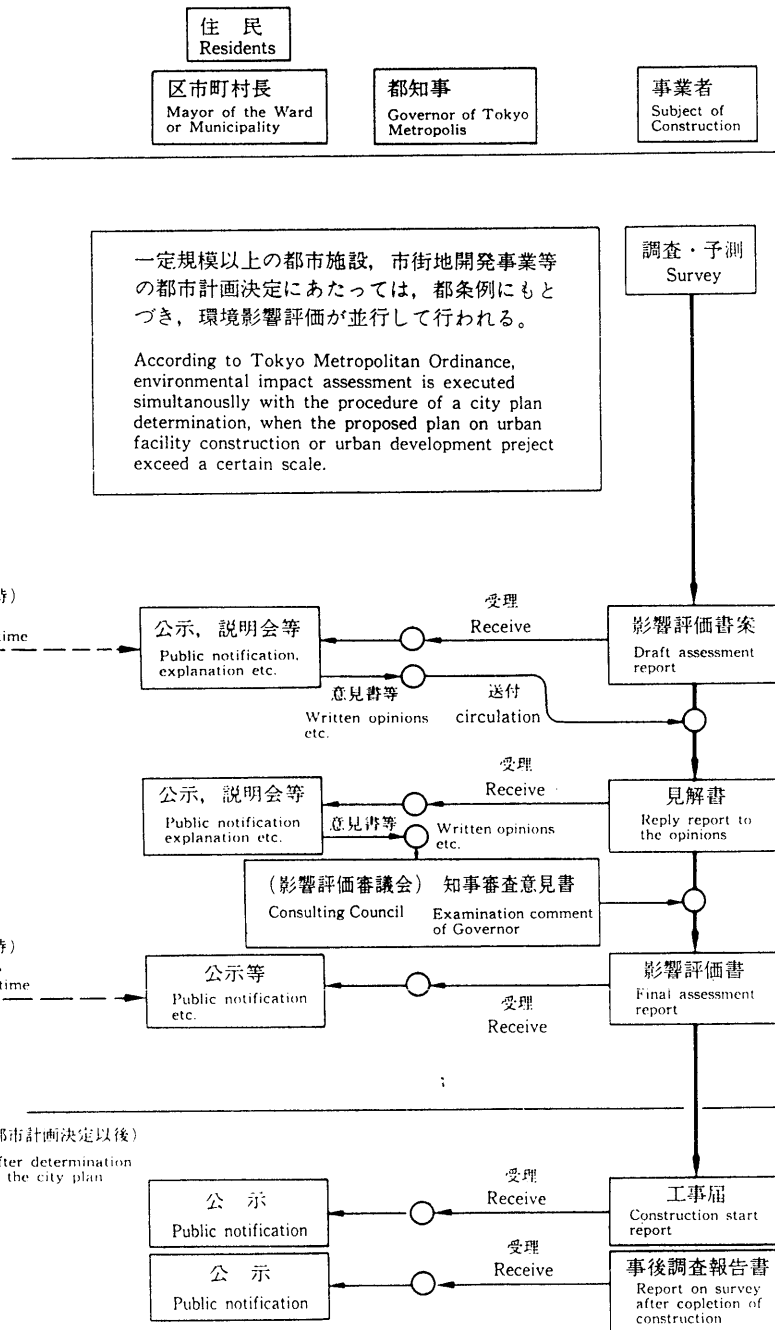
These three schemes are principally the same. The procedure is developed like a dialogue between the citizens and the government which is represented as a rule by the plan's compilers. The negotiation continues gradually in several steps, in which the reminders are evaluated. The plan is completed and is submitted to discussion again. The contingent differences in the procedure of negotiation are not significant and follow from the differences between organisation structures of governments.

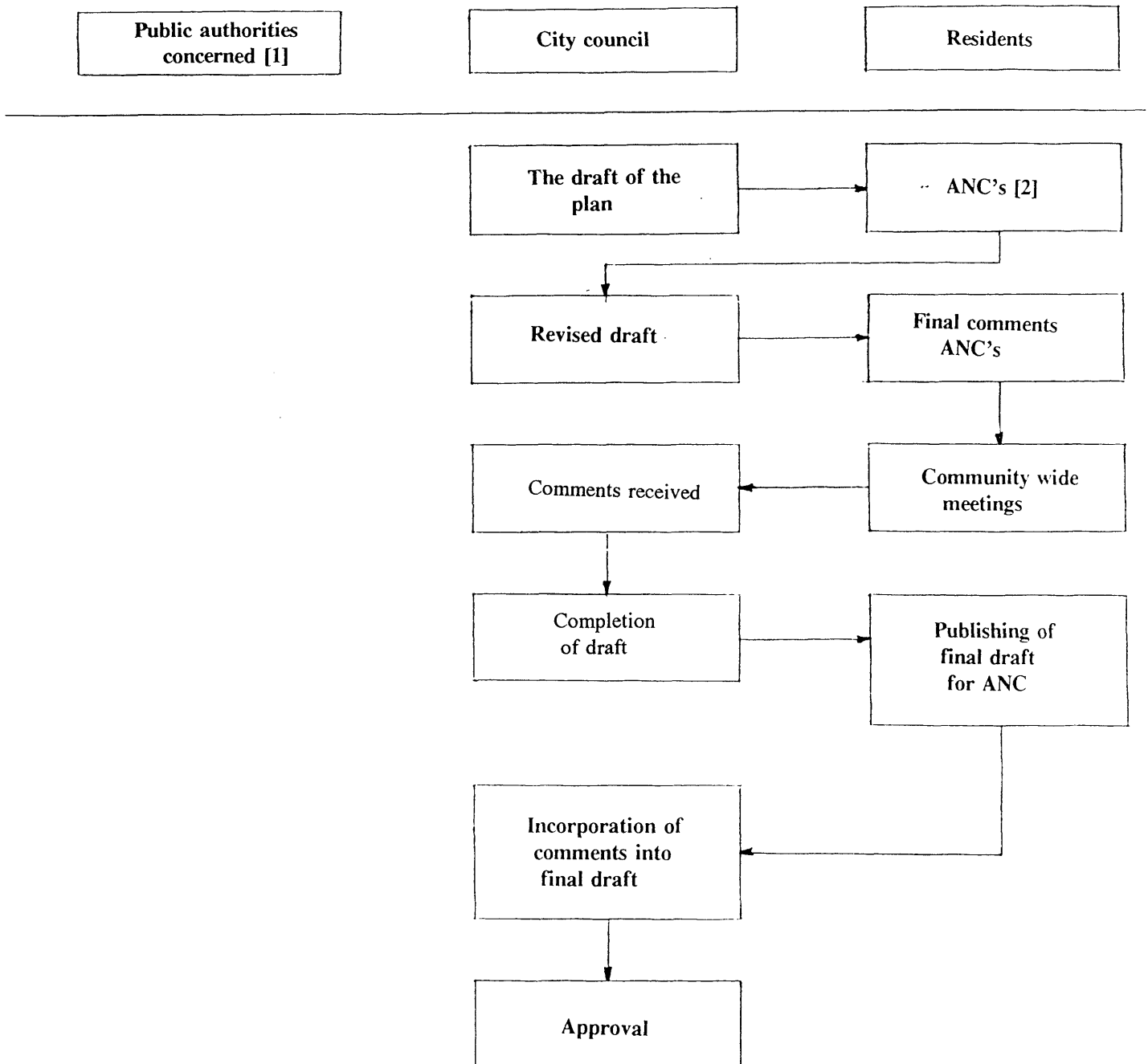


都市計画の決定手続（知事が定める都市計画）  
Determination Procedure of a City Plan  
(City Plan Determined by a Prefectural Governor)



東京都環境影響評価手続  
Procedure of Environmental Impact Assessment in Tokyo





[1] was negotiated before

[2] ANC - Advisory Neighborhood Association

This procedure is tedious of course, but there are several important reasons, for to negotiations plans thoroughly and in detail. The final plan and deduced zoning codes/or "regulation conditions" in Europe/ become the law after approval. The law is not possible to change often and careful negotiation should restrict the pressures on its changes in the future. Long term stability of laws enforced the confidence of citizens and investors and it is also necessary from the legal aspects. Because this attempts by individuals to change zoning codes for their own benefit than for the good of the community, it is necessary to make legal arrangement to restrict endeavours to change the law and ensure that changes are considered carefully in a great detail.

Individual citizens, groups with specific interest or the citizens living in the neighborhood may participate in the process of negotiation. The last group is most important and its opinion should have largest weight.

The success and trustworth of this process is depends on the application of some principles. From European/France, Germany, Austria, Czechoslovakia/ and U.S. experiences come the following recommendations, which in the course of negotiation should be used:

- The municipality and the town planners must explain and popularized their proposals and notions actively and clearly.
- The proposals are best brought into the open at the beginning of the process.
- Frankness and patency, are the most important features which the citizens appreciated.
- In the process of negotiation it is necessary to endeavour to find the consensus. Stubborn clinging to one's own notions usually does not bring good results.
- It is necessary to recognize, which opinions are there of particular nterests and which are common. Not all opinions are in harmony with the citizens and town's needs.
- One of significant condition is, that the citizens are independent and their opinions have the same worth as the opinions of officials and statesmen. This principle is one of most important.

During the communist regime there were also public discussions and public hearings about the developments of the town and other important problems of life. These discussions were regulated and governed and inconvenient opinions were suppressed with the sole effort to win requested conclusions. The result was of course only an undignified play under a small interest of people.

The communist's methods were from this point of view very subtle and refined. There is a danger that they may still be used above all in post communist countries in the future, because for many people in leading positions these methods are very comfortable and many of them know very well how to used them.

Nevertheless in this process there are in some countries specific features which it is necessary to respect and which ensue from local conditions. Their source is above all in the social, political, historical and economical sphere.

The coexistence of different nationalities and races in defined territories is one of them. The common life of several nationalities is a more great problem in Europe in contradistinction to the race problem which is more strong in U.S.A. The relationship to property has also rather different features in U.S.A with comparison above all to East Europe, where as a result of the lower tendency for changing the place of residence is in some cases very strong in relation to the certain site. The relation to the community is in some cases considerable and strengthen the desire to win its own municipality and independence. These standpoints have not significant influence on the procedure but they can change the sequence and cogency of particular problems.

In introduction was formulated on two basic questions which are substantial for the process of the negotiation of comprehensive plans and other plans with the public.

1. Which methods of citizen's participation in the planning process would be used?

The democratic states are gradually but increasingly using the methods necessary to realize better participation of citizens in a planning process. The examples mentioned above are from countries with marked differences in tradition and historical development. Nevertheless, in the long run, these countries have successfully reached similar results. The process may be characterized as an attempt to give citizens and the city government equal rights. The methods used in the negotiation process are also similar in details.

2. What main features would this process have?

The process is a dialogue. One of the main features is an effort to find a consensus. The negotiations would have the basic rules of the game with the goal of decreasing the potential dangers of manipulation of public opinion. The participation of citizens in the process of negotiation must be direct.



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